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ABSTRACT

This report presents information about the number of eligible preschool children being served and not being served by Head Start programs in the state of Illinois. Four criteria used in determining eligibility for Head Start programs are reviewed: (1) family income, (2) age, (3) handicapping condition, and (4) need. Several tables provide data and estimations of enrollment and children being served. These are as follows: 1984 Head Start Family Income Guidelines; Illinois Head Start Funded Enrollment by Grantee October 1, 1984; Estimates of Eligible Illinois Children Served and Not Served by Head Start, December, 1983; and Statewide Estimates of Eligible Illinois Children Served and Not Served by Head Start. In summary, during the 1983-84 school year program, approximately 71% of eligible children were not served by Head Start, and during the 1984-85 school year program, approximately 69% of eligible children were not served by Head Start. In addition, although the number of children being served by Head Start in 1984-85 was about 1,500 greater than during 1983-84, a substantial proportion of low-income preschool children were still not being served by Head Start. (DST)

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ESTIMATES OF ELIGIBLE ILLINOIS CHILDREN SERVED AND NOT SERVED BY HEADSTART

ILLINOIS STATE BOARD OF EDUCATION

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Walter W. Naumer, Jr., Chairman
State Board of Education

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Department of Planning, Research and Evaluation
Springfield, Illinois
January, 1985

FOREWORD

In response to a request from the Illinois State Board of Education, staff were directed to conduct studies related to various aspects of early childhood education. This report focusing on the Head Start Program was prepared by Dr. Leighton Wasem from the Research and Statistics Section, Department of Planning, Research and Evaluation. The interpretations and conclusions expressed herein do not necessarily reflect the position or policy of the State Board of Education.

Ted Sanders
State Superintendent of Education

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Purpose

Head Start is a comprehensive child development program for preschool children. It is authorized under the Omnibus Budget Reconciliation Act of 1981 (P. L. 97-35) to provide educational, social, medical, dental, nutritional and mental health services to low-income preschool children. It is administered nationwide by the Administration for Children, Youth and Families in the Department of Health and Human Services. Since its inception in 1965, Head Start has provided comprehensive services to more than 8 million children and their families. The purpose of this report is to present information regarding the number of eligible children being served and not being served by Head Start programs in Illinois.

Head Start Eligibility Criteria

There are four main criteria pertaining to Head Start enrollment eligibility: (1) family income, (2) age, (3) handicapping condition, and (4) need. At least 90% of the children enrolled in each Head Start program must be from "low income families." The term "low-income family" refers to a family whose total (gross before taxes) annual income is equal to, or less than, the amount specified in the Family Income Guidelines or a family that is receiving public assistance. The Family Income Guidelines for 1984 are shown in Table 1.

Table 1: 1984 Head Start Family Income Guidelines

Size of Family Unit	Income
1	$4,960
2	6,720
3	8,460
4	10,200
5	11,940
6	13,680
7	15,420
8	17,160

Source: U.S. Office of Management and Budget

The family income guidelines shown above represent the official poverty lines or thresholds specified by the U.S. Office of Management and Budget. These poverty thresholds are revised annually to allow for changes in the cost of living as reflected in the Consumer Price Index. The 1984 poverty threshold is $10,200 for a family of four. The corresponding 1979 poverty threshold used in the 1980 Census was $7,412. This represents a 39% increase in the poverty threshold from 1979 to 1984 for a family of four.

Regarding age, Head Start Regulations (1983) state that "only those children between three years of age and the age of compulsory school attendance are eligible to enroll in a Head Start program." Since the main purpose of Head Start is to prepare disadvantaged children for school and since Illinois public school begins in kindergarten, Illinois Head Start programs focus on serving eligible children the year prior to their entry into kindergarten. Because the funding level is not sufficient to accommodate all eligible 3- and 4-year-olds, priority is usually given to providing program service for one year to as many 4-year-olds as possible.

Not less than 10% of the total number of enrollment opportunities in Head Start programs in each State must be available for handicapped children. According to the Head Start Regulations (1983), handicapped children means "mentally retarded, hard of hearing, deaf, speech impaired, visually handicapped, seriously emotionally disturbed, orthopedically impaired, or other health impaired children who by reason thereof, require special education and related services."

Since most Head Start programs are unable to serve all children who meet the age and income eligibility requirements, priority is given to identifying and serving children with the greatest need. Local Head Start programs have flexibility in defining need (White, G., 1984). This flexibility is based upon periodic community needs assessments which each program must conduct. Susan Larson (1984), director of Springfield and Sangamon County Head Start, defines need in a broad sense and considers the family environment as well as the child's cognitive, social, emotional, medical and nutritional needs in the selection of children who meet the income and age requirements.

Estimates of Illinois Children Served and Not Served by Head Start

Table 2 shows the number of funded enrollment positions for each of the 36 Illinois Head Start grantees for October 1984. Funded enrollment positions refer to the number of children for whom federal monies were granted to Head Start programs. The total statewide funded enrollment is 21,178. While this is not a pupil attendance head count, it appears to be relatively accurate in that it is based upon both funds already appropriated and local Head Start planning for the 1984/85 school year. This information was provided by the Head Start Bureau, Region V Office (1984) based in Chicago.

For each Illinois county, Table 3 shows the number of children served during the 1983/84 school year, as well as estimates of the number of children eligible for Head Start and estimates of the number and percentage not served. This information in Table 3 was provided by the National Head Start Bureau, Program Management Operations Branch in Washington, D.C. (1983b). The reported number of children served by Head Start in Illinois during 1983/84 is 19,618. The 1983/84 number of children served is 1,560 less than the estimated funded enrollment for 1984-85, probably because there has been an increase in Head Start funding for fiscal 1984 which applies to the 1984-85 school year.

The number of children eligible for Head Start -- as well as the number and percent not served, which are based upon the eligible number -- are estimates generated from 1980 Census data. The number of children eligible for Head Start in 1983/84 (87,349), which is shown in Table 3, is an estimate of the number of 3- 4- and 5-year-old children below the poverty guideline.

According to Douglas Klafehn, Chief of National Head Start Program Management Operations Branch, estimates of eligible children are approximations suitable for planning purposes, but should not be viewed as precise because they represent the number of children at younger age levels below the poverty guidelines reported 4 1/2 years earlier. Mr. Klafehn stated that no adjustments have been applied to the 1980 Census data to reflect changes in poverty guidelines, births, migration patterns, deaths, etc., during the 4 1/2 year period since the Census was taken. He also stated that the estimated number of eligible children (87,349) will remain the same for future years. Consequently, this constant estimate of eligible children will not reflect any current or future changes that might occur in the annual number of live births.

There is an additional data limitation when applying Head Start's estimates of eligible children to Illinois. This limitation is due to the fact that Head Start includes 5-year-olds in their estimate of eligible children below the poverty guidelines. While this procedure was appropriate during the beginning years of Head Start, it is no longer appropriate as kindergarten programs are now mandatory in Illinois public schools and the majority of 5-year-olds attend kindergarten.

In April of 1980, when the 1980 Census was taken, 65.8% of Illinois 5-year-olds were in kindergarten or above grades. (This percentage would have been much higher if the Census had been taken December 1, because children who turned 5 between December 1 and April 1 were probably denied entry into kindergarten by their respective school districts.) The estimated 87,349 Illinois children eligible for Head Start, therefore, is an overestimate because of its inclusion of 5-year-olds.

While Head Start does not provide a more appropriate estimate for Illinois, an approximation can be calculated if the following two assumptions are made: (1) the number of 5-year-olds on April 1, 1984 was comparable to the number of 4-year-olds and to the number of 3-year-olds (Illinois birth data support this assumption); (2) the proportion of 5-year-olds below the poverty guidelines attending kindergarten is about the same as the proportion <u>above</u> the poverty guidelines attending kindergarten.

After making these two assumptions, Head Start's estimate (87,349) of Illinois children eligible for Head Start is reduced by .333 x .658 or .219. This calculation results in an adjusted estimate of 68,220 Illinois children eligible for Head Start services during 1983/84. While this lower estimate adjusts for 5-year-olds in school, it is still subject to the same limitations previously specified by Mr. Klafehn -- changes in poverty guidelines, migration, births, deaths, etc., since April 1980. The adjusted estimate, therefore, contains error due to these limitations.

Table 2: Illinois Head Start Funded Enrollment
by Grantee: October 1, 1984

Grantee Name	Funded Enrollment*
C.E.F.S. Economic Opportunity Corp. (Effingham)	288
Neighborhood Outreach Work, Inc. (Rock Island)	200
Department of Human Services (Chicago)	11,191
Family Service and Visiting Nurse Association (Alton)	394
BCMW Community Services, Inc. (Centralia)	207
Shawnee Development Council (Karnak)	427
New World Christian Ministries (Chicago)	160
Southern Illinois University - Edwardsville	715
Community and Economic Development Association of Cook County	1,784
Rockford Human Resources Department	332
Embarras River Basin Agency, Inc. (Greenup)	200
Tri-County Opportunities Council (Rock Falls)	256
Central Illinois Economic Development Corp.	65
Tazewell County Head Start	200
Peoria Citizens Committee for Economic Opportunity	350
Decatur-Macon County Opportunities Corp.	192
W. Egyptian CAA (Steeleville)	96
Wabash Area Development (Mill Shoals)	348
Mt. Vernon City Schools	60
Southern Illinois University - Carbondale	222
Illinois Valley Economic Development Corp. (Carlinville)	154
Rock Island School District Head Start Child Development Program	210
P.A.C.T. for West Central Illinois (Camp Point)	145
Bensenville Home Society	146
Springfield-Sangamon County Community Action Inc.	248
McHenry County CAA	126
Delta-Kappa-Gamma Society (Joliet)	354
Programming for Low and Urban Services (Batavia)	281
Vermilion County Citizens Action Committee	576
Quincy Public Schools Head Start	135
Kankakeeland CAP	156
Northwest Illinois CAA	80
W. Central Illinois Community Services	65
McLean County Head Start	187
W. Central Illinois Legal Assistance H.O.P.E.	262
Lake County, CAP	366
36 grantees	21,178

Source: Head Start Bureau Region V Office (Chicago); Administration for Children, Youth and Families; Department of Health and Human Services.

*Funded Enrollment refers to the number of children for whom federal monies were granted to Head Start programs.

Table 3: Estimates of Eligible Illinois Children Served and Not Served by Head Start: December 1983

County Name	Number Children Eligible For H.S.	Total Number Served	Total Number Not Served	Percent Not Served
Adams	439	157	282	64.2
Alexander	227	95	132	58.1
Bond	114	31	83	72.8
Boone	119	0	119	100.0
Brown	39	8	31	79.5
Bureau	171	0	171	100.0
Calhoun	51	2	49	96.1
Carroll	107	0	107	100.0
Cass	89	19	70	78.7
Champaign	950	248	702	73.9
Christian	217	64	153	70.5
Clark	81	25	56	69.1
Clay	127	30	97	76.4
Clinton	180	20	160	88.9
Coles	253	90	163	64.4
Cook	53150	12581	40569	76.3
Crawford	102	0	102	100.0
Cumberland	74	5	69	93.2
DeKalb	272	31	241	88.6
De Witt	90	0	90	100.0
Douglas	128	0	128	100.0
DuPage	1202	106	1096	91.2
Edgar	170	20	150	88.2
Edwards	39	31	8	20.5
Effingham	162	33	129	79.6
Fayette	212	30	182	85.8
Ford	100	0	100	100.0
Franklin	399	55	344	86.2
Fulton	275	46	229	83.3
Gallatin	49	0	49	100.0
Greene	215	30	185	86.0
Grundy	91	0	91	100.0
Hamilton	52	39	13	25.0
Hancock	134	24	110	82.1
Hardin	56	0	56	100.0
Henderson	59	0	59	100.0
Henry	267	52	215	80.5
Iroquois	211	21	190	90.0
Jackson	478	100	378	79.1

County Name	Number Children Eligible For H.S.	Total Number Served	Total Number Not Served	Percent Not Served
Jasper	55	0	55	100.0
Jefferson	298	60	238	79.9
Jersey	104	16	88	84.6
Jo Daviess	93	16	77	82.8
Johnson	53	30	23	43.4
Kane	1339	250	1089	81.3
Kankakee	983	156	827	84.1
Kendall	127	0	127	100.0
Knox	377	106	271	71.9
Lake	1609	351	1258	78.2
LaSalle	549	64	485	88.3
Lawrence	129	30	99	76.7
Lee	132	32	100	75.8
Livingston	192	18	174	90.6
Logan	147	35	112	76.2
McDonough	240	0	240	100.0
McHenry	469	126	343	73.1
McLean	428	95	333	77.8
Macon	1134	172	962	84.8
Macoupin	288	54	234	81.3
Madison	1647	384	1263	76.7
Marion	338	86	252	74.6
Marshall	55	0	55	100.0
Mason	125	15	110	88.0
Massac	109	65	44	40.4
Menard	59	0	59	100.0
Mercer	126	16	110	87.3
Monroe	35	32	3	8.6
Montgomery	162	31	131	80.9
Morgan	264	45	219	83.0
Moultrie	62	32	30	48.4
Ogle	146	48	98	67.1
Peoria	1600	234	1366	85.4
Perry	85	32	53	62.4
Piatt	68	15	53	77.9
Pike	175	23	152	86.9
Pope	28	0	28	100.0
Pulaski	187	139	48	25.7
Putnam	16	0	16	100.0
Randolph	137	32	105	76.6
Richland	91	30	61	67.0
Rock Island	991	342	649	65.5
St. Clair	3477	715	2762	79.4
Saline	232	62	170	73.3
Sangamon	1094	203	891	81.4

County Name	Number Children Eligible For H.S.	Total Number Served	Total Number Not Served	Percent Not Served
Schuyler	45	10	35	77.8
Scott	26	0	26	100.0
Shelby	135	33	102	75.6
Stark	39	0	39	100.0
Stephenson	217	64	153	70.5
Tazewell	536	102	434	81.0
Union	70	38	32	45.7
Vermilion	776	307	469	60.4
Wabash	85	68	17	20.0
Warren	162	35	127	78.4
Washington	76	5	71	93.4
Wayne	132	45	87	65.9
White	87	31	56	64.4
Whiteside	299	64	235	78.6
Will	1452	252	1200	82.6
Williamson	366	47	319	87.2
Winnebago	1518	332	1186	78.1
Woodford	122	0	122	100.0
Illinois Total	87,349	19,618	67,731	77.5%

Source: Head Start Bureau National Office (Washington); Administration for Children, Youth and Families; Department of Health and Human Services.

The estimated number and percentage of eligible Illinois children not served by Head Start during 1983/84 as shown in Table 3, are 67,731 and 77.5%, respectively. These two statistics, however, are also subject to the same error of including 5-year-olds. An adjusted estimate of the number of Illinois children not served by Head Start can be obtained by subtracting 19,618 (actual number served) from 68,220 (adjusted estimate of eligibles). This result is an adjusted estimate of 48,602 children not served by Headstart in 1983/84. An adjusted percentage of eligible children not served by Head Start in 1983/84 can also be obtained by dividing 48,602 by 68,220 (71.2%).

Since Head Start's estimate of the number of eligible children for 1983/84 will remain the same for 1984-85, an adjusted estimate of the number and percentage of eligible children who will not be served by Head Start during 1984/85 can be calculated by applying the same adjustment procedure and using the 1984/85 estimated funded enrollment (21,178) shown in Table 1. The resulting adjusted estimates of the number and percentage of eligible children not being served by Head Start in 1984/85 are 47,042 and 69%, respectively. This percentage is slightly lower than the 1983-84 percentage (71.2%) because the estimated Illinois Head Start funded enrollment for 1984/85 is 1,560 greater than for 1983/84. Both Head Start's estimates and the adjusted estimates of eligible Illinois children served and not served by Head Start are shown below for 1983/84 and 1984/85.

Table 4: Statewide Estimates of Eligible Illinois Children Served and Not Served by Head Start

Head Start Estimates

Program Year	Number Eligible	Number Served	Number Not Served	Percent Not Served
1983/84	87,349	19,618	67,731	77.5%
1984/85	87,349	21,178	66,171	75.8%

Head Start Estimates Adjusted for 5-Year-Olds in School

Program Year	Number Eligible	Number Served	Number Not Served	Percent Not Served
1983/84	68,220	19,618	48,602	71.2%
1984/85	68,220	21,178	47,042	69.0%

Summary

Head Start is a comprehensive child development program for preschool children. There are four criteria used in the determination of eligibility for Head Start programs: family income, age, handicapping condition, and need. Estimates of eligible Illinois children served and not served by Head Start are as follows.

1983-84 Program

- Approximately 68,220 children were eligible for Head Start;
- Approximately 19,618 children were served by Head Start;
- Approximately 48,602 eligible children were not served by Head Start;
- Therefore, approximately 71% of eligible children were not served by Head Start.

1984-85 Program

- Approximately 68,220 children are eligible for Head Start;
- Approximately 21,178 are being served by Head Start;
- Approximately 47,042 eligible children are not being served by Head Start;
- Therefore, approximately 69% of eligible children are not being served by Head Start.

Though the number of children being served by Head Start in 1984-85 is about 1,500 greater than during 1983-84, a substantial proportion of low-income preschool children are still not being served by Head Start.

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